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ABSTRACT

To become an adequate educational facility, the school plant must be designed to house, promote, and enhance an educational program. As the community's educational needs change the program changes. Facilities should, therefore, be planned for change as well. While local administrators must be responsible for assessing changes in the community, they often need assistance from state departments of education in adapting their school plants most effectively. North Carolina responded to such needs by providing special funding and requiring that boards of education seeking such funds submit for approval long-range plans for school improvement and construction. A study revealed that the planning procedures prescribed by the state were not followed precisely, though these procedures were considered adequate by the superintendents who submitted plans. The plans themselves proved helpful in designing facilities, and the state's Division of School Planning served as an important tool in the planning process. (Author/PGD)

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LONG-RANGE SCHOOL FACILITY PLANNING

AN EVALUATION OF THE NORTH CAROLINA PROCEDURE

A REPORT OF THE
DIVISION OF SCHOOL PLANNING
NORTH CAROLINA DEPARTMENT OF PUBLIC INSTRUCTION

Based on the Dissertation: *An Evaluation of the 1963 and 1973 Long-Range School Facilities Plans of Selected School Systems in North Carolina*

by

Gladys Cartwright Reed
Department of Education
Duke University 1975

EA 010 570

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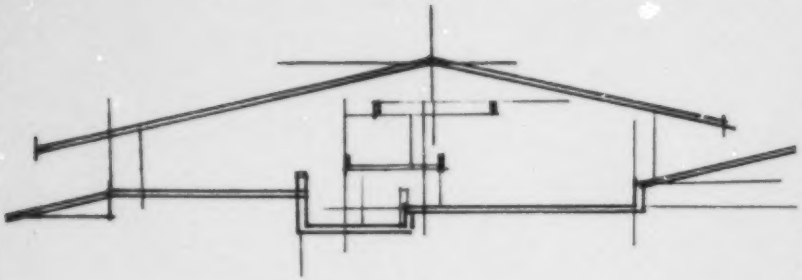
ACKNOWLEDGMENT

The State Department of Public Instruction and the Division of School Planning are indebted to Dr. Reed for her investigation of the North Carolina procedures for long-range school facilities planning. Her review of the related literature and the section supporting the importance of school facility planning will be of special interest to those venturing into expansion of their facilities through new construction or remodeling. Her recommendations have been and will continue to be a guide to the improvement of school planning procedures for the Division of School Planning and for local units.

For the purpose of this monograph and simplification for the reader, all documentation of informational sources has been omitted. The reader is referred to the original document should these sources be necessary.

Donovan Russell
John Bridgman, Jr.
Editors

INTRODUCTION



This publication has been written from a dissertation on educational planning in North Carolina. In 1975, Gladys Cartwright Reed completed a dissertation at Duke University entitled, *An Evaluation of the 1963 and 1973 Long-Range School Facilities Plans of Selected School Systems in North Carolina.* Working with the Division of School Planning and sixteen school systems in North Carolina, Dr. Reed analyzed the school facility planning process and procedures prescribed by the North Carolina State Board of Education and Department of Public Instruction, and evaluated the use of the process and procedures by selected school systems.

The Purpose Of This Publication

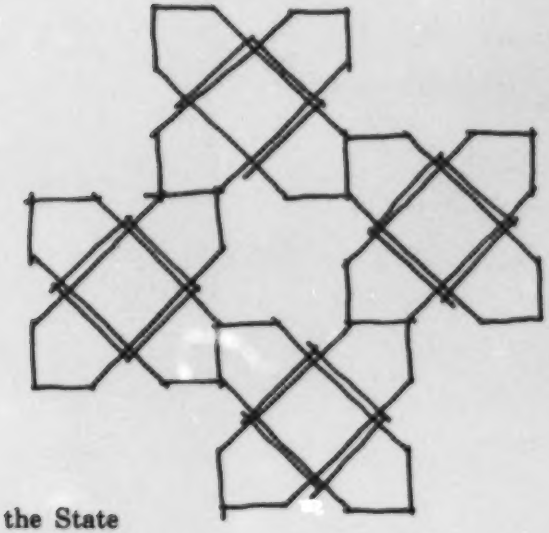
The following summary sets out the most salient points in the dissertation and presents those findings which should be of prime interest and importance to school system administrators and planners. The publication provides a historical perspective of educational planning in North Carolina. The purpose is to provide a resource which can be used as a guide in efforts to improve the planning procedures at the state and at the unit level. Hopefully, this effort will contribute to improved educational opportunities for students as well as greater productivity and economy of operation for school systems.

Summary Of The Dissertation Project

Dr. Reed first developed a process for analyzing the school facility planning procedures in North Carolina and then employed the system to evaluate planning in sixteen school systems. In addition to yielding important information on planning in these systems, the process provides an indication of the adequacy of the guidelines set forth by the Division of School Planning and the procedures adopted by the State Board of Education.

Project Approach

The basic concepts and principles of long-range school facilities planning were determined from a review of the literature. A process



for analyzing school facility planning as prescribed by the State Board of Education and the North Carolina Department of Public Instruction was developed. This process was used to evaluate the 1963 and 1973 long-range school facilities plans of sixteen school systems. The school systems were selected from each of the eight educational districts in North Carolina. The selection was limited to those systems that had the same superintendents in 1963 and 1973 and had submitted long-range plans covering both periods.

The long-range plans that had been submitted to the Division of School Planning were studied in the light of Section VI-A of the Policies, Rules and Regulations Governing the Expenditure of North Carolina Public School Facilities Bonds for 1963 and 1973.

From the review of the literature and state requirements for school facilities planning, questionnaires were developed. These questionnaires were used to analyze the N. C. planning procedures and to determine the superintendents' perception of the role of the Division of School Planning. Personal interviews were held with each superintendent which provided additional information.

THE HISTORICAL EVOLUTION OF PLANNING AND ITS INCREASING IMPORTANCE IN A FAST CHANGING AND COMPLEX SOCIETY

In the history of man, every individual has been involved in planning throughout his or her life. We do some sort of planning in our day-to-day activity. However, when it comes to formulating a plan to promote a public activity, many people would equate planning with losing a part of their freedom and individuality. As Baker has pointed out:

> For many people in the United States, the word planning triggers a violent reaction. These people identify the planning effort with the controls imposed by a totalitarian system to achieve their purposes and goals. This fear of planning has been heightened by the tendency of socialist governments to focus their activities upon a plan.

Planning: Important in All Systems

Various systems are making use of different kinds of planning. One way to categorize these is to apply the yardstick of community involvement that goes into the formulation of any plan. On the two extremes of this spectrum are:

a. Totalitarian planning as employed by socialist systems like the Soviet Union.
b. Democratic planning as employed by democratic countries like the United States.

Totalitarian planning is imposed on the system from above, while democratic planning is initiated at all levels.

Formal planning has now become an integral part of many systems because resources are finite. The tremendous growth in population, coupled with an ever increasing demand for available resources, makes the very survival of any system dependent upon the effective use of these resources.

The Origins of Educational Planning

The incorporation of the concept of planning in the field of education is not of recent origin. It is in fact, as old as the written ac-

counts of education. As Beeby points out:

> Perhaps the best example . . . is more than two thousand years old. The education system of Sparta, as described for example by Xenophon, set out a series of aims, themselves derived from the aims of state . . . These aims were then translated into a school organization system, a detailed curriculum and a teacher training program with methods and techniques well and clearly described. The whole was related as an educational plan to the social and economic development of Sparta with its efficient and thoroughgoing manpower techniques. At each point of the school system, a most effective and rigorous set of quality controls was built into the procedures with the planned use of dropouts and rejects.

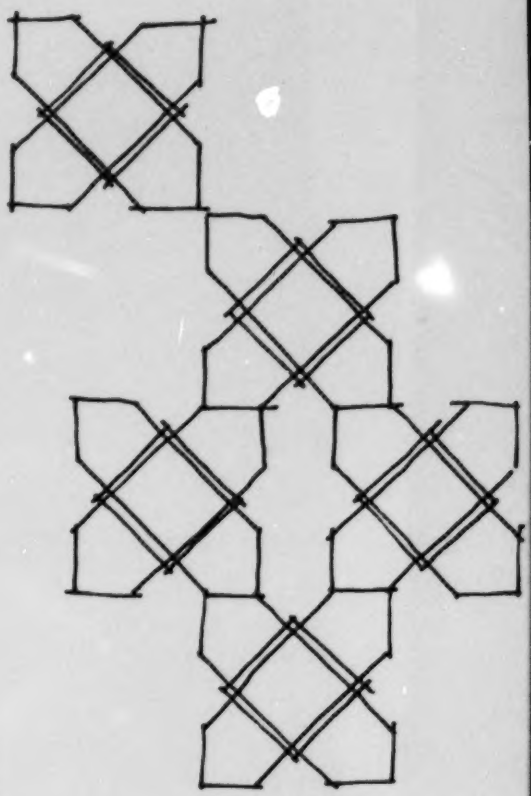
This description of educational planning clearly projects the various structural components that a modern educational plan needs to have. However, the Spartans did not have the sophisticated tools for collecting and interpreting statistics that administrators have at their command in the age of expanding computer technology. The degree of community involvement which went into the preparation of educational planning of ancient Sparta is not known. It can be assumed that community involvement was not as comprehensive as it is today in the United States.

In the United States, long-range master-planning was developed scientifically through large scale public surveys conducted immediately after World War I. This was usually conducted by an external educational expert who would do the planning for a particular school system. However, much greater effort toward long-range planning began after World War II.

> When Michigan conducted its state-wide school facilities survey, it was estimated that less than ten per cent of the schools had a population prediction on file or had ever accomplished a scientific one until it was required by state survey. Even so, there are reasons to believe that Michigan was ahead of many states because of the "area of study" legislation passed in 1949 which encouraged long-range planning.

The United States saw a rapid increase in birth rates, industrial development, and population mobility in the post World War II era and consequently, it had to face a demand for educational facilities for which most school systems had not planned. This promoted the adoption of long-range planning as a matter of policy by a majority of school systems.

Today planning is not new to school administrators and boards of education. Curriculum development, purchasing of supplies, recruit-



ment and utilization of personnel, and budgeting all involve elements of planning. One area that has too frequently been neglected is long-range planning for school facilities. This has often resulted in ill-advised locations for school buildings, and hasty construction of facilities that had little relationship to the educational philosophy of the community or the demands of an expanding curriculum. An example of this can be seen in the State of Pennsylvania, where approximately two billion dollars had been spent on new public school structures during the period between 1950 and 1965. Construction was undertaken in great haste. Inasmuch as applications were reviewed in chronological order, many plans were filed without any appreciable planning, simply to get "in line" ahead of neighboring schools.

Lack of planning gives room for costly errors and is responsible for waste in selection and purchase of school sites. In most communities, if acquisition of school sites is delayed until expanded enrollments dictate need, energetic developers have already acquired the desirable locations or expanded values have imposed financial burdens that might well have been avoided by advance planning.

Long-Range Plans

A carefully prepared and factually supported long-range development plan can enable a community to answer basic questions before construction of specific projects. A well-conceived school building program will strengthen long-range financial planning and will enable a community to attain maximum educational returns from local funds or justify needed State assistance.

What is a long-range school facilities plan? The California State Department of Education states:

> It's a compilation of information, policies and statistical data about a school district, organized to provide (1) a continuous basis for planning educational facilities which will meet the changing needs of a community; and (2) for choosing alternatives in allocating facility resources to achieve district goals and objectives.

North Carolina's Division of School Planning advocates that planning should be "comprehensive and should include the total planning process from the determination of education needs to an evaluation of improvement programs."

Miller is more specific in stating a definition of a long-range school facilities plan.

> It's a comprehensive plan for school site and building

needs, describing in broad outline a plan of each school unit, the districts' educational program, including suggestions for new buildings, new sites, additions to existing facilities and sites, modernization, rehabilitation, relocation, change in use, abandonment, and demolition.

Plans should cover a period of ten years or more and should be oriented toward the more distant future since buildings are expected to serve fifty years or more. It should not be assumed that long-range plans are finished after they are prepared. Because of human inability to foresee the future with accuracy, no plan, no matter how carefully prepared, will be perfect. With the passage of time, errors in basic assumptions, inaccuracies in forecasts of population growth, and unforeseen events materially affecting plans will become manifest. Therefore, the plans should be appraised periodically, at least every two years, and adjusted to serve as a valid guide to future action.

The Increasing Importance of Planning

There was a time when changes took place in the average community so slowly that they were hardly noticeable. More recently, rapid change is the order of the day. The phenomenon of change promises to become more pronounced in the years and decades ahead.

American people have come to view education as a chief instrument for achievement of national goals. Citizenry has called on education to make the American dream work. Professionals and laymen alike are insisting that every child is entitled to a public school education commensurate with his interests, aptitudes, and abilities. More comprehensive curriculums are being proposed and offered. The public is demanding that more attention be devoted to children with special problems. New programs and teaching tools are being used that contribute to improved education.

Planning the Learning Environment

The school plant, as a basic education tool, merits systematic study. It houses the educational program. The Committee for Economic Development reported that it may be true that old and dilapidated buildings are of relatively minor importance in directly affecting test results, but this ignores the importance of student and teacher attitudes. Buildings take on considerable importance in such manners as long-term effect on teacher recruitment and the psy-

chological impact on school personnel. Moreover, the positive effect of safe, clean, attractive, modern buildings can hardly be overlooked. It is in a good school building that children learn best. In a society of change and innovation, continuous, systematic and intelligent educational planning must take place. Good school plants result from this type of educational planning.

A school plant may be designed to accommodate a specific educational program. It may meet all the requirements pertaining to the health and safety of the pupils. The structure may encompass such features as adequate instructional space, gymnasium, auditorium, facilities for vocational education, library, cafeteria, and adequate laboratory space. With all these provided, it still may not be an adequate educational facility. To become such a facility, the school plant must be designed to house, promote, and enhance an educational program.

Inherent in any acceptable plan is the clear recognition that the environment educates. The school is for learning, not teaching alone. The physical environment is a powerful force in all learning. The total school environment influences teaching and learning. To insure that the physical environment and the total school environment will be what they should be, user requirements should be identified in *educational specifications.*

> "Educational specifications may be defined as a written means of communication between educators and design professionals. Through this medium, educators describe the educational program and identify factors which effect learning and teaching, thus providing a data base for the architect to use in creating the building plans and specifications."

In arriving at a development plan, each school district should remember that certain prime considerations are essential if meaningful educational specifications are to be defined. The nature of the educational program the community wants and will support should be decided upon. This decision involves how many children must be housed, where these children live, in what organizational structure they must be placed, how many in each school, and the nature of the learning activities for each school.

It should be determined whether any existing facilities fit into the desired plan. Existing school plants must be carefully appraised to enable them to be used in harmony with future requirements.

The Need for Reappraisal

Development of a long-range plan is a continuing process; therefore, it must be reappraised periodically. Since this need for reap-

praisal is inherent in developing long-range plans, data collection procedures must be carefully established to assure the continued collection and cataloging of information. The gathering, analysis, and evaluation of facts will lead to the development of recommendations. A periodic review and re-evaluation of recommendations should be made in light of new data.

The format for a long-range plan will follow naturally from the following required information:

1. Statement of the educational program, present and foreseeable,
2. Collection of detailed information concerning existing facilities, their location, capacities, degrees of utilization, condition, and estimated years of future serviceability,
3. Prediction of the number and distribution of pupils, students, and adults for whom the educational program is to be provided,
4. Statement of priorities (in terms of needs and financial limitations) for implementation of the plan.

Broad Involvement in Planning

When commitment is made for developing a long-range plan, a person should be given the responsibility to oversee it. A working committee should be designated, including representatives of the community, consultants, students, and members of the staff. Staff participation is required to assure meeting the needs of the education program. Public participation is essential not only to obtain grassroots advice, but to develop the goodwill required for implementation of the plan.

The most important task of the working committee is the study of the community and the establishment of goals and purposes of education for that community. The study should be comprehensive enough to cover all aspects of the school's progam. The broad general objectives of education must be defined in terms of the needs of the community, and in terms of the needs of the children within the community. These general objectives must be formulated within the general mandates of state school policy and undergirded by the values upon which the American democratic society rests.

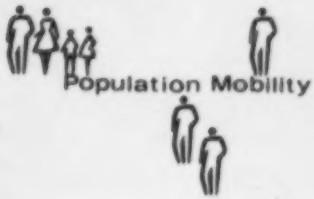
The statement of philosophy should set forth clearly the educational purposes the school should seek to fulfill. Parents, teachers, the school board, and the pupils should have a part in its formulation. From this philosophy should flow the ideas, needs, requirements, and specific objectives necessary for the formulation of education specifications to serve as a prerequisite for school facility design.

The right schools, in the right places, at the right times . . these are the aims of systematic planning.

Evaluation of Existing Facilities

Another important planning function is the examination of existing school facilities in terms of structural adequacy, educational and environmental adequacy, capacities, and space utilization. A record should be made of all available spaces, their locations, conditions, and their present and future use. The record should be complete enough to show how facilities are inadequate and where existing school buildings fit into the desired educational program.

Demographic Planning



A most important step in the development of the long-range plan is the determination of the number of students who are to be educated. A school building must accommodate a specific number of students; therefore, accurate estimates of school enrollment, while difficult to make, are a necessary part of any study of school buildings needs.

While an annual school and preschool census is essential to accurate predictions of future enrollments, the selection of the procedures for estimating future enrollment will depend on the variables operating in the local district which affect enrollment. Each locality must identify and appraise the significance of the factors affecting enrollment. To arrive at a reasonably accurate projection of enrollments, the "demographic analysis" technique is recommended. Basically, this technique requires analysis of important factors that affect population growth. Such factors include future birth rate, future housing, migration, economic changes, ethnic changes, neighborhood rezoning, urban renewal projects, freeways, and highways.

Residential zoning maps are useful in projecting pupil population, in discovering where preschool children live, where land is available for housing, identifying zoning ordinances which affect growth, finding boundaries which affect residential expansion, studying traffic patterns and in estimating direction of community growth. A district map should be developed showing the district boundaries, natural and artificial barriers, and topography.

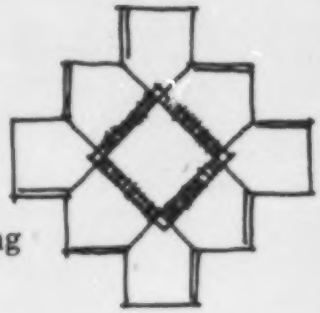
Planning, Community Resources, and Priorities

School administrators should define educational programs, eval-

uate existing school plants, and project enrollments in planning the number, size, location, and types of new school facilities and sites that will be needed for ten years or more. Specific site purchases or construction projects should be tentatively listed. This list should be determined from a study of the condition and adequacy of existing facilities, and from a projection of space needs for growth and program improvement. In addition, the availability of financial resources and the attitudes of the community must be considered.

Individual project definition should be in sufficient detail to include a clear understanding of the recommendation and the cost implications. Cost should not be estimated beyond five years, due to probable program changes and cost uncertainties. Added to the analysis of cost should be the proposed method of financing. The district administration must appraise the district's financial obligations and resources, as reflected in unused borrowing capacity and allowable tax rates, and the position of the district with regard to any state or federal financing programs.

Solutions suggested in the long-range developmental plan should be tentative and defined in general terms to permit review and modification as the study of trends and changing community needs becomes clearer. Alternative solutions should be considered, with preferred solutions fully supported by a thorough analysis of all pertinent facts. Because of the physical impossibility of doing everything at one time and because the cost must be synchronized with community resources, the setting of priorities is a critical step. Most communities will place high priority on (1) health and safety features; (2) provision for equal educational opportunities for all students; and (3) the retention of existing land and facilities until it has been demonstrated that continued use of these is not economical, or that modernization will not correct deficiencies at a reasonable cost. The weight given to these criteria tends to reflect the community's values.



Effective State Level Planning

In a study conducted by the Midwestern Administration Center, it was found that local school administrators considered problems concerning buildings and grounds one of the primary areas in which they needed help from state departments of education. The same study revealed that state department consultants were asked to assist with buildings and grounds problems more frequently than all other areas except finance and teacher recruitment. Trotter and Trautman made the following recommendations based on information gathered

from literature and case studies of educational facilities planning units in the states of California, Florida, Minnesota, North Carolina, and Washington:

1. The state education agency is an educational force that should assure educationally functional facilities within its boundaries.
2. Minimal state regulation is essential to the provision of adequate educational facilities.
3. It is necessary to assign priorities and establish direction for the educational facilities planning services that will be provided by state personnel.
4. It is necessary that services provided by the facilities planning section relate to and center around the planning process.
5. Any planning that deals with educational facilities must be executed within the context of the total community.
6. A major element of the educational planning for a specific facility is comprehensive curriculum planning.
7. State education agency facilities planning personnel must function in a consultative capacity.
8. Facilities planning personnel must be aware of and make extensive use of facilities planning expertise, wherever it is found.
9. The facilities planning services provided by a state education agency need to include follow-up and evaluative services.
10. It is desirable that the state educational facilities planning section avoid responsibilities not directly related to the functional planning process.
11. It is a responsibility of the facilities planning section to provide maintenance and operations services.

According to Trotter and Trautman, the basic function of the state planning agency is to provide regulatory and leadership services to the local administrative units. Each educational facility construction project should be based on comprehensive long-range surveys and educational specifications. Educational specifications should indicate that curriculum planning took place by those who will use the facility.

Regulatory services provided are intended to insure the safety of the occupants using any educational facility. Preliminary and final plans of all educational facilities should be reviewed for structural and mechanical safety, fire safety, and sanitation. The adequacy of the site should be assured, particularly as related to the water supply, sewage and waste disposal, access, and natural drainage. Regu-

latory services associated with protection of the public investment tend to require quality in design and construction.

Leadership services are generally described as services other than those required by regulation. There are numerous services that can complement regulatory functions. For example, the state planning section should make guides for planning available with instructions on doing comprehensive, facility, and long-range planning surveys. Consultative services relative to the fiscal problems of facility construction, such as capital outlay financing, bonding guidance, and bidding processes should be available to the local districts.

The facilities planning section should provide criteria for the selection of architects and consultants, as well as make available guidelines explaining what services may be expected of such persons. In addition, the state facilities planning section should have state and/or local building code guides available and provide guidance for planning in terms of such codes. Finally, staff members should make themselves available for consultation regarding design problems encountered by architects and planning teams. They should also consult, as needed, with the planning team to assist in communicating educational concepts to the respective architects.

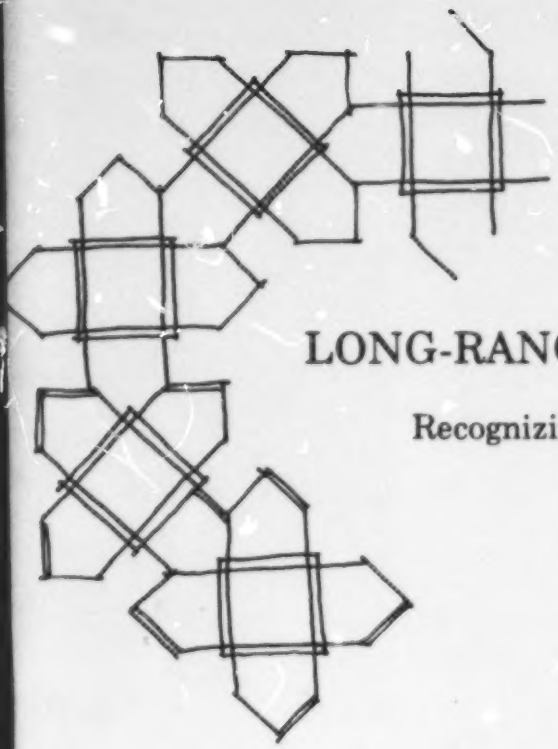
Another area of service that provides opportunity for leadership is state program planning for facilities. This area of service seeks to establish problems and trends in facilities planning as well as develop new facility design concepts. Typical services might be state-wide studies to determine status, problems, and needs. Leadership services require a competent and diverse staff to provide assistance to the great range of local facilities planning competencies.

Assistance for Planners

Contact with a state department of school planning will result in help from school plant specialists, who may give informal guidance, counsel, referral, and consultant service. Although the states have the power and responsibility for public education, they have generally delegated much educational responsibility to the local school board. The states, however, long ago decided that no school district has the right to provide an inferior educational program. The educational facilities program has been regarded as one of the areas in which controls, services, and leadership are needed at the state level, since school facilities play an important part in pupil protection and education.

State departments of education have carried out this respon-

sibility through consultants and facilities planning units. In 1963, Hutcheson reported that 41 states had facilities planning units. Trotter and Trautman said that certain basic services in facilities planning should be available to local districts from state agencies designated for this purpose because many local districts are unable to employ adequate staff for facilities planning.



LONG-RANGE PLANNING IN NORTH CAROLINA

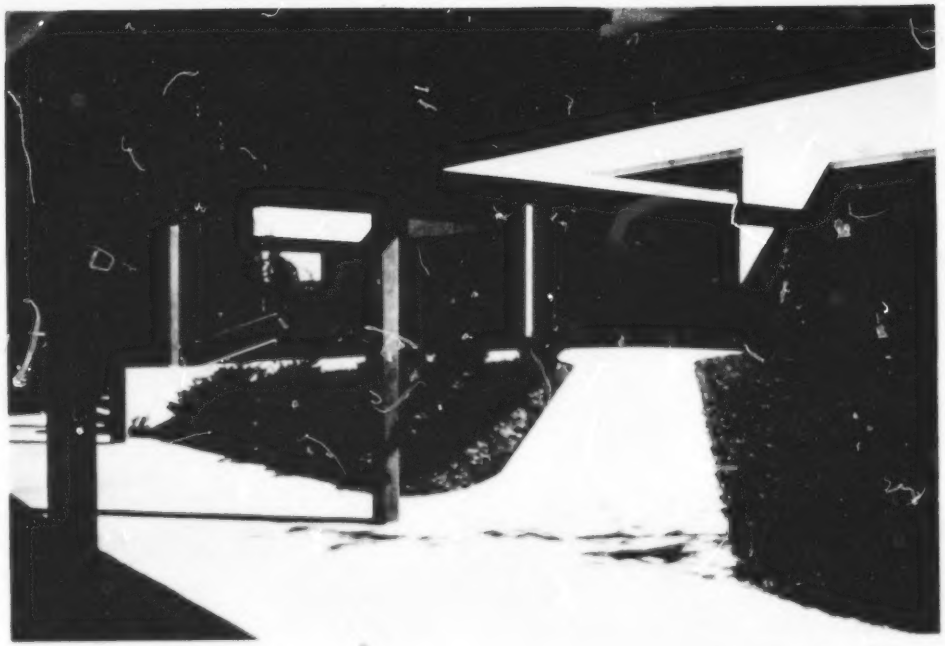
Recognizing The Need

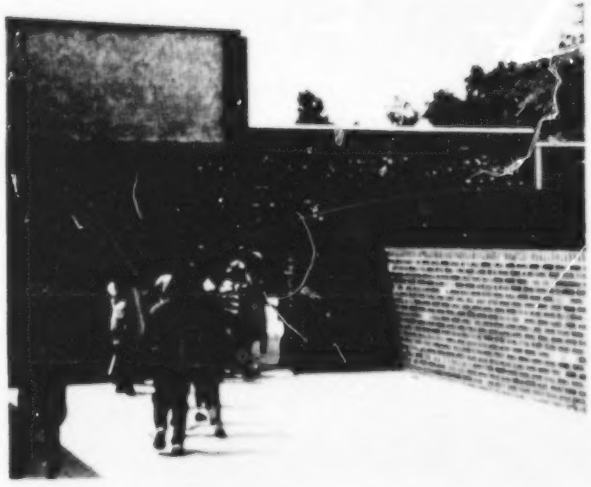
In 1947 the General Assembly of North Carolina authorized a State Education Commission which was appointed by Governor R. Gregg Cherry to study all problems in education to the end that a sound overall educational program might be developed. The Commission created fifteen study and advisory committees which consisted of prominent lay and educational leaders of all races who completed an exhaustive study of every phase of public education. As a result of the study, the Commission reported its findings to the General Assembly of 1949 and recommended both immediate and long-range steps which should be taken to improve public education in North Carolina.

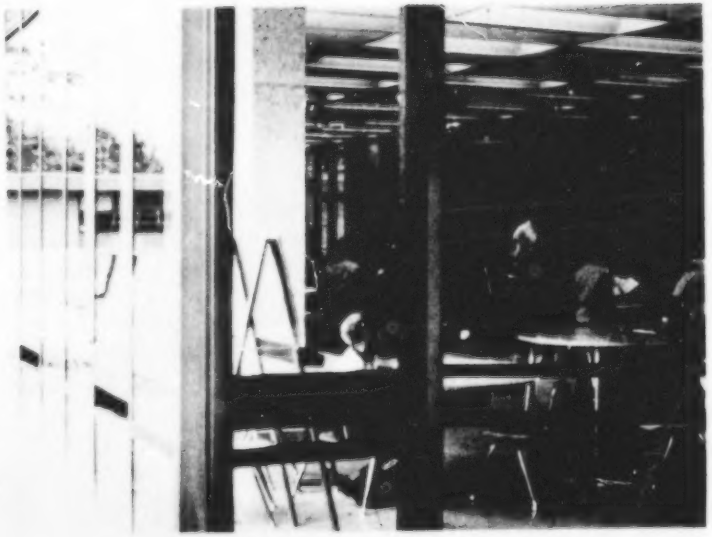
A major recommendation made by the commission was that school plant planning should be a cooperative undertaking involving the State Division of Schoolhouse Planning, county and local school administrators and supervisors, teachers, custodians, pupils, non-school public agencies, interested lay groups, architects and engineers.

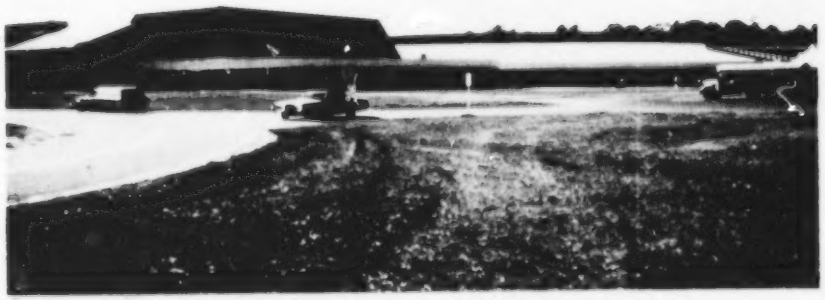
Governor Dan K. Moore recognized the need for further study of the problems of public school education in North Carolina and included in his message to the General Assembly on February 9, 1967, this statement and recommendation:

> We must ever seek to improve and better utilize our public school educational resources. The future demands that North









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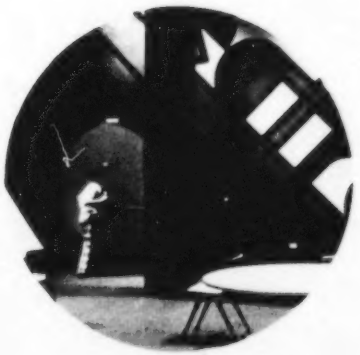

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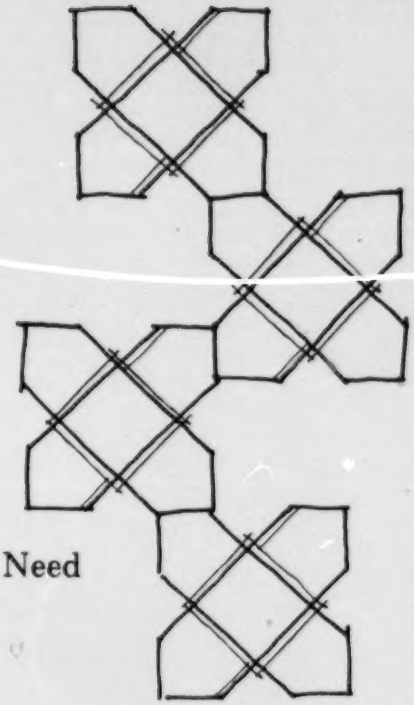
Carolina provide its young with the best educational opportunities possible. In order to give us direction, and creative leadership, I recommend that you authorize the appointment of a "blue ribbon" commission to study all aspects of the public school systems in North Carolina. This commission should review our school policies, programs, and goals in light of present and future needs. A resume of its findings and any necessary recommendations should be made to the Governor and 1969 General Assembly.

Subsequent to the Governor's recommendation, the General Assembly enacted a resolution which authorized the creation of the 1968 Governor's Study Commission on the Public School System of North Carolina. The legal duty of the Commission was to make a detailed and exhaustive study of the public school system, to the end that some evaluation of the effectiveness of the public school program might be achieved. Several points were enumerated in the resolution for detailed study by the Commission. It was expressly pointed out that the adequacy of public school sites, buildings, and auxiliary facilities, should be studied.

The Commission made the following recommendations regarding public school facilities:

> . . . that the Division of School Planning of the State Department of Public Instruction be expanded and strengthened; that the State Board of Education appropriate adequate funds for research and development in the area of school facilities; that the State provide from current revenue at least $20,000,000 per year for Assistance to school administrative units for school construction; that the Division of School Planning serve as a coordinating agency for interpreting building needs in terms of current educational programs; and that the State Board of Education be provided with the necessary statutory authority to require long-range planning for the total school improvement, including the financing of capital improvement.



North Carolina's Response To The Need

Providing the Resources

Responding to the continuing need for improved and expanded facilities, the State, in 1949, 1953 and 1963, made available to the counties on an ADM basis additional funds through an approved bond issue. Policies, rules, and regulations were adopted by the State Board of Education to govern the expenditure of these funds, which were to be used for the construction, reconstruction, enlargement, improvement and renovation of public school facilities, and for the

purchase of such equipment as shall be essential to the efficient operation of the facilities.

In 1973, the State made available an additional sum of $300 million for public school facilities, which was provided by a bond referendum approved by the people. The State Board of Education formulated policies, rules, and regulations to govern the expenditure of these funds, which were for the construction, reconstruction, enlargement, improvement or renovation of approved public school facilities, furniture and equipment necessary to the operation of the facility, on-site water and sewer systems, and the services of architects and engineers essential to planning and supervising construction.

Approval of long-range plans by the State Board of Education had to be granted to each school system in order for it to utilize the funds. This approval was based upon the recommendation of the Division of School Planning which was contingent upon the school system's submission of an acceptable long-range plan.

Establishing the Procedure.

In North Carolina, education is recognized as a state and a local responsibility. The state, through constitutional provision, legislative enactment, and educational directives, sets a pattern for operation; however, the local community has the responsibility for operating the schools within that pattern. This responsibility cannot be carried out effectively without sound long-range planning. According to Pierce:

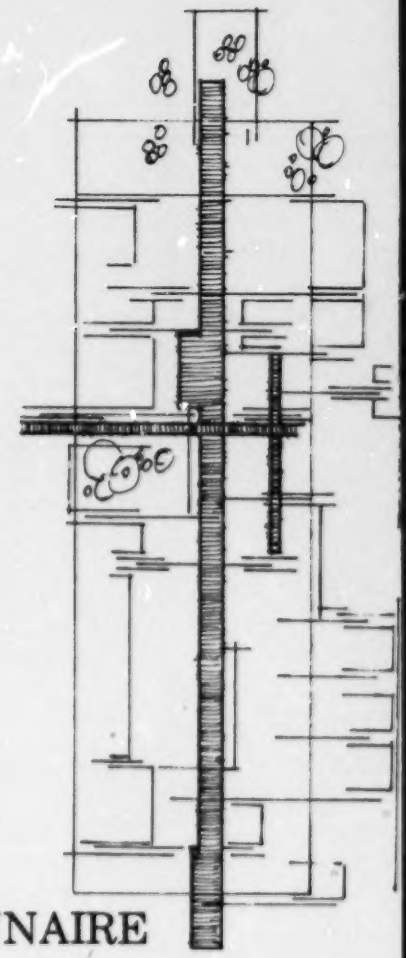
> Planning for education is not something new; it has been going on to a greater or lesser degree as long as there have been organized systems of education. When a school board and its staff make decisions regarding future programs for curricula, for staff, for organization, or for facilities, they do so on the basis of some degree of planning.

It was felt by the Division of School Planning that planning must follow a systematic process which is flexible enough to allow for changes that may become necessary. This process should encompass preparation for planning, analyzing the situation, developing alternatives, selecting a plan, implementing the plan, evaluating the plan, and evaluating the process of planning. In order for the process to be effective it must be continuous and evaluated periodically.

In addition to the policies, rules, and regulations that were formulated to govern the expenditure of the school bond monies, planning guides were printed by the State Department of Public Instruction's Division of School Planning to help individual school

systems formulate plans for utilizing the funds. Even though a planning guide had been published in 1958 the ones of significance to present day concepts of long-range planning, *Educational Planning and Planning for Education: People and Processes*, were published in 1964 and 1973 respectively by the Division of School Planning. Policies, rules and regulations were up-dated and modern long-range planning practices were explained. In defining the steps that are inherent in the process of educational planning, the Division of School Planning identified a linear procedure containing the folllowing phases: (1) Preparation for planning, (2) Analysis of situation, (3) Development of alternatives, (4) Selection of a plan, (5) Implementation of the plan, and (6) Evaluation of the plan and the process.

Societal developments have increased the need for providing an adequate facilities planning program by the state. Leaders in education have recognized the need for prudent planning, as evidenced by State Board of Education directives; rules, policies, and regulations concerning planning; and by the numerous publications devoted to planning and facility improvement by the State Department of Education. With increased local interest in planning, the availability of leadership and assistance by the State Department of Education, and the mechanisms available to effect long-range planning, North Carolina has made a great deal of progress in a relatively short time.



SUMMARY OF QUESTIONNAIRE

Responses of Superintendents Concerning The Development Of Long-Range Plans in 1963 and in 1973

Each county and city board of education making application for 1963 and 1973 state bond funds was required to secure approval from the State Board of Education of its long-range plans for school improvement and construction. The plan submitted for approval was required to be based on a system-wide self-evaluation of the existing program of studies and activities, and an educational survey of the

school system, including an evaluation of administration, organization, financing, personnel, transportation, and facilities. These studies were to be accomplished by the local staff, with or without the assistance of outside consultants. The services of the Division of School Planning were available to local superintendents upon request.

Oral presentations were required to be delivered by the superintendents and boards of education to a review panel of the State Department of Public Instruction. The Review Panel could react to the presentation by requesting additional and supporting information, suggesting further study, or recommending approval of the plans for school improvement. All of the superintendents appeared before the Review Panel of the North Carolina Department of Public Instruction and gave oral presentations of their plans for 1963 and 1973.

An analysis of the planning process employed by the superintendents of school systems in formulating their long-range plans provided interesting information. The data obtained in Dr. Reed's study were based on responses of the superintendents to a questionnaire, developed to encompass the basic concepts of school facility planning. The questionnaire served as the basis of interviews held with each superintendent. During the interviews the superintendents provided additional information which aided in the completion of the questionnaire.

Superintendents were asked about the commitment of their unit to long-range planning. They were also asked about the written long-range plan submitted to the Division of School Planning. Specific questions about plan development were asked. These dealt with the procedures used in arriving at the purpose and content of the plan. Inquiries about community involvement, consultant assistance, assigned responsibility and the adoption process were made.

Of those interviewed, there was no difference between the number of superintendents who had educational surveys of the school systems conducted in 1963 and the number who had surveys conducted in 1973.

There was no significant difference between the number of superintendents who proposed long-range objectives for total school improvements in 1963 and the number who proposed long-range objectives for total school improvements in 1973.

The number of superintendents who proposed plans of action to meet the long-range objectives in 1963 and 1973 did not differ.

Within this selected group, the number of superintendents who

listed reasons for planning, who planned for definite periods of time, and who designated special persons and committees with the responsibility of long-range planning in 1963 and in 1973 did not change.

There was no significant change between the number of superintendents who developed statements of philosophy, goals and objectives, and purposes of education in 1963 and the number of superintendents who developed statements of philosophy, goals and objectives, and purposes of education in 1973.

The number of superintendents who, in 1963 and 1973 respectively, studied their communities, used local and regional planning agencies, provided detailed information of existing facilities, and utilized school plant specialists did not change significantly.

There was no difference between the number of superintendents who developed alternative plans, according to priorities, and submitted written reports in 1963 and the number of superintendents who developed alternative plans, according to priorities, and submitted written reports in 1973.

The number of superintendents who involved community people in the implementation of plans, or who evaluated the plans in 1963 and the number of superintendents who did so in 1973 did not change.

The number of superintendents who reported staff hours spent on planning and reported their perception of the role of the Division of School Planning and the planning process employed, did not change significantly in 1963 and 1973.

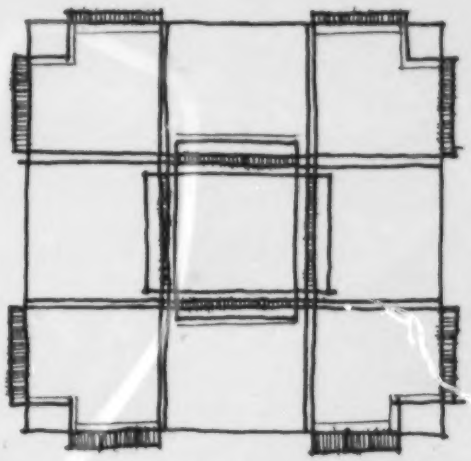
Thirteen per cent of the superintendents reported that there were aspects of the planning process which were unsatisfactory; however 81 per cent of them did not report anything unsatisfactory about the long-range planning process. Six per cent of the superintendents did not respond to this question.

Even though the superintendents indicated that the planning procedures prescribed by the State Board of Education were considered quite adequate for school systems in 1963 and 1973, these planning procedures were not followed to the degree and extent that the Division of School Planning had envisioned. This is reflected in Tables 3 through 21 of the original document. An analysis of the data indicated that there were generally no significant differences in the procedures followed and the data supplied by superintendents for both periods; however, it should be noted that the planning procedures were not fully implemented according to the policies, rules and regulations and the basic principles of long-range planning found in the literature.

Responses of Superintendents As To The Effectiveness Of The Division of School Planning, Related To The North Carolina Long-Range Planning Process

The resource reported by the superintendents to be particularly helpful in 1963 and 1973 was the Division of School Planning. The superintendents reported that the leadership and assistance of the people within the Division were helpful. The Division provided objective information and recommendations as well as an overview of the total educational program. In addition, the Division provided assistance in setting up local committees and in getting other state agency approvals. Furthermore, the Division was cooperative in evaluating and conducting surveys, and held regional and statewide meetings for the purpose of explaining the long-range planning process. Finally, the superintendents reported that the Division was operated by capable people who became involved and provided support of local bond issues.

Employment Of The Long-Range Planning Process By School System Superintendents And An Evaluation Of Its Usefulness



Long-range planning policies called for the evaluation and planning of the total school program as related to school facilities; however, superintendents provided more information pertaining to facilities, finance, and organization of the schools and less information relating to programs of studies and activities and personnel. The administrators were involved in self-evaluations and surveys in 1963; nevertheless, they relied more on surveys in 1973 as a means of supplying the requested information. While much of the information was incomplete, the major focus of information included in the long-range plans was on new buildings and renovations rather than on total educational programs.

The superintendents indicated that state policies, rules and regulations were clearly stated, objective and helpful, and the process of planning was reasonable. They also indicated that the Division of School Planning in general was helpful and provided adequate services and assistance during the process of planning. The superintendents utilized the services of school plant specialists in the Division of School Planning more than those services provided by privately managed firms or organizations.

Planning was initiated because of the superintendents' interest in determining the strengths and weaknesses of existing programs and because it was required for the use of state construction funds. The planning period was for four and five years. Some of the administrators were unable to determine the amount of time spent formulating plans; however, those administrators who were able to determine the amount of time, reported spending an average of from 500 to 1,000 hours. There were more organized committees involved in planning in 1973 than in 1963. The persons utilized on the committees were consultants and professional staffs. Superintendents were usually the persons in charge of long-range planning.

More superintendents developed or updated statements of philosophy, goals, objectives, and purposes of education in 1963 than in 1973. There were fewer studies of the communities in 1973 than in 1963. These studies consisted mainly of assessments of the community's history, economic resources, and business enterprises and industries. Little emphasis was placed on the social environment and cultural resources.

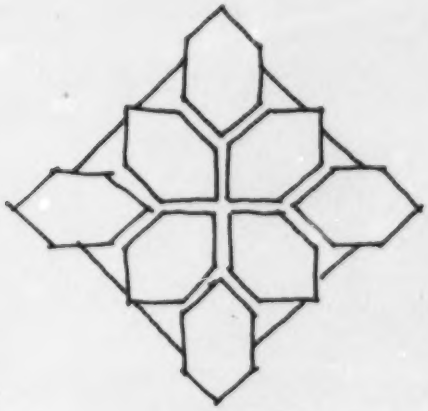
Some aspects of the long-range planning process improved over the ten-year period in North Carolina. The school systems had a greater number of surveys conducted and fewer self-evaluations during this period. The planning information provided in the surveys was more comprehensive in 1973 than it was in 1963, and there were indications of sophisticated planning techniques utilized by the Division of School Planning in 1973.

The Division of School Planning provides leadership and professional services to local school administrators that are in keeping with current practices and procedures of long-range school facilities planning. The following are some recommendations which were suggested by which the Division of School Planning might continue to upgrade long-range school facilities planning:

1. Enforcing policies, rules, and regulations by working closely with local administrators.
2. Conducting regional and local planning workshops on a regular basis and continuing the annual statewide workshops in order to keep administrators abreast of current trends and procedures in long-range planning.
3. Providing a format by which long-range plans would be submitted for approval in order to insure uniformity.
4. Requesting additional personnel for the Division of School Planning in order that more attention might be given to long-range planning on a continuous basis.

5. Initiating definite planning periods within the State by requesting that long-range plans be submitted periodically.
6. Evaluating the procedure of oral presentations by school administrators to the Review Panel of the Department of Public Instruction, with consideration given to location, time allowed for presentations, and the method of selecting Review Panel members.
7. Continuing the evaluation of the planning process and the policies, rules, and regulations of the State Board of Education, with input from superintendents in order to avoid ambiguity and repetition, and to assess the importance of items included.

In conclusion, the data analyzed indicated that school superintendents perceived the long-range planning policies, rules, and regulations to be reasonable, clearly stated, objective, and helpful. For the most part, school systems employed a comprehensive planning process in the development of a plan in 1963 and found it useful enough to repeat in 1973. They found the services of the Division of School Planning to be professional and important to the process, and called on the Division increasingly during the period from 1963 to 1973.



APPENDIX A
QUESTIONNAIRE RELATING TO THE SCHOOL FACILITIES PLANNING

NAME OF SCHOOL UNIT _____ DATE _____

PERSON INTERVIEWED _____ POSITION _____

Please indicate your answer by *writing* "yes" or "no" for each year in the blanks provided.

	1963	1973
1. Did local school officials make a commitment for long-range school facilities planning for any special reason(s)?	_____	_____
If the answer to the above question is *yes*, please list the reason(s) below.		
1963 _____		
1973 _____		
2. Was a written long-range plan submitted to the Division of School Planning of the North Carolina State Department of Public Instruction for the purpose of utilizing funds provided by the State Bond Referendum?	_____	_____
3. Did the plan cover a definite period of time?	_____	_____
If yes, please specify the period of time.		
1963_____yrs. 1973_____yrs.		
4. Was a person given the responsible charge and the necessary help to oversee the long-range plan and the planning process?	_____	_____
5. Was a committee appointed to assist in the long-range planning?	_____	_____
If the answer to the above is yes, did this planning committee include:		
Community representatives	_____	_____
Professional staff	_____	_____
Non-professional staff	_____	_____
Students	_____	_____
Consultants	_____	_____

6. Did the planning committee develop a statement of philosophy, goals, and objectives of the school system or update existing ones? _____ _____
7. Did the planning committee establish a statement relative to the purposes of public education? _____ _____
   Was the statement determined by:
   - Needs of the children _____ _____
   - Characteristics of the community _____ _____
   - Laws and minimum standards _____ _____
   - Current literature and research _____ _____
8. Did the statement of purpose relate to all aspects of the school program? _____ _____
9. Was a thorough analysis of the existing educational program made? _____ _____
10. Was a study of the community made? _____ _____
    If the answer is yes, did the study include such things as:
    - Tradition and history _____ _____
    - Social environment _____ _____
    - Economic resources _____ _____
    - Business enterprise and industries _____ _____
    - Cultural resources _____ _____
11. Were local or regional planning agencies utilized in securing information for the long-range plan? _____ _____
    If the answer is yes, please list the agencies below:

1963	1973
_____	_____
_____	_____
_____	_____

12. Did the plan include detailed information concerning existing facilities such as:
    - Location _____ _____
    - Capacities _____ _____
    - Utilization _____ _____

Condition	____	____
Serviceability	____	____
13. Did you utilize the services of school plant specialists in the North Carolina State Department of Public Instruction during the planning process?	____	____
14. Did you utilize the services of other school plant specialists?	____	____
15. Were alternative plans developed to reach the long-range objectives?	____	____
16. Were alternative plans recommended according to priorities?	____	____
17. Was a comprehensive written report of the analysis submitted to the superintendent by the planning committee?	____	____
18. Did the superintendent review the alternatives and make recommendations to the Board of Education?	____	____
19. Did the Board consider the recommendations and adopt a plan?	____	____
20. Were the staff and community involved in implementing the plan?	____	____
21. Were legal, educational or design consultants utilized in implementing the plan?	____	____
22. Was a short-range calendar of due dates or the Program Evaluation and Review Technique (PERT) utilized for the completion of short-range tasks?	____	____
23. Were the plans selected and the planning process evaluated periodically?	____	____

APPENDIX B
QUESTIONNAIRE RELATING TO THE DIVISION OF SCHOOL PLANNING

Superintendent: Please complete this questionnaire. Indicate your answers by checking the appropriate blanks for each year.

1. How many staff hours were spent formulating the long-range school facilities plan?

	1963	1973
10 hours — 100 hours	_____	_____
101 hours — 500 hours	_____	_____
501 hours — 1,000 hours	_____	_____
Longer (please specify)	_____	_____

2. What is your opinion of the policies, rules and regulations of the State Board of Education governing the expenditures of funds obtained from the North Carolina Public School Facilities Bonds?

	1963	1973
Clearly stated	_____	_____
Confusing	_____	_____
Too short	_____	_____
Too long	_____	_____
Other items should have been included	_____	_____

What were they? _____

_____

3. What is your opinion of the hearing held by the review panel?

	1963	1973
Objective	_____	_____
Subjective	_____	_____
Fair	_____	_____
Necessary	_____	_____
Unnecessary	_____	_____
Helpful	_____	_____
Consumed too much time	_____	_____

Please indicate your answer by *writing* "yes" or "no" for each year.

	1963	1973
4. Did you receive adequate assistance from the Division of School Planning?	_____	_____

5. Was the Division of School Planning prompt in responding to your request for assistance? _____ _____
6. Was the time between submitting the plans and the hearing reasonable? _____ _____
7. Was the time between the hearing and notification of approval reasonable? _____ _____
8. Was the time between submission of the long-range plans and approval of applications by the State Board of Education reasonable? _____ _____
9. Were the plans initially submitted to the review panel altered in any manner before State Board approval? _____ _____
10. Were the funds received utilized as stated in the request? _____ _____
11. If not, did you submit revised plans to the Division of School Planning? _____ _____
12. Did you request further assistance from the Division of School Planning? _____ _____
13. Did you have sufficient personnel to assist with the planning? _____ _____
14. If an outside consulting agency was used, were personnel and services satisfactory? _____ _____
15. What in your opinion proved to be unsatisfactory about North Carolina's long-range school facilities planning process?

_____

_____

_____

16. What in your opinion was especially helpful about this planning process?

1963 _____

1973 _____

17. What in your opinion could strengthen or improve North Carolina's process of long-range school facilities planning in general?

_____

_____

_____

18. In your opinion was the process of long-range planning employed by your staff more effective in 1973 than in 1963? _____
Why? _____

_____

_____